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ANNUAL REPORT OF THE RESERVE FORCES POLICY BOARD FISCAL YEAR 19--ETC(U)  
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RESERVE FORCES POLICY BOARD  
FISCAL YEAR 1976**

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20. ABSTRACT (Continue on reverse side if necessary and identify by block number) Results of the RFPB Self Study completed in November 1975. Progress to further Total Force Policy; P.L. 94-286; initiatives taken during FY 1976 to modernize Reserve Components; comments on instability of the Selected Reserve of the Navy; policy changes made by Program Budget Decisions; Defense Manpower Commission Report; report to congress on Mobilization & Deployment, April 1976; recruiting and retention major area of concern; RFPB review		



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Item #20, continued.

and recommendations re continuance of Employer Support Committee. RFPB comments on Reserve Officer Personnel Modernization Act.

RFPB commitment to assist DoD to continuously define and refine appropriate mix of Active & Reserve Forces.

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THE SECRETARY OF DEFENSE  
WASHINGTON, D. C. 20301

October 9, 1976

MEMORANDUM FOR THE PRESIDENT

SUBJECT: Annual Report of the Reserve Forces Policy  
Board for Fiscal Year 1976

This forwards the Annual Report of the Reserve Forces Policy Board (RFPB) in accordance with Title 10, United States Code, Section 133(c) (3).

The Reserve Forces Policy Board is by statute, Title 10, United States Code, Section 175, "the principal policy adviser to the Secretary of Defense on matters relating to the reserve components."

In this report, the RFPB describes Fiscal Year 1976 as a year of progress for the Reserve Components. The Board comments on a number of programs of the Department of Defense and identifies some problems which are having the serious attention of the Department.

The Board continues to provide valuable assistance to the overall effort of the Department of Defense to implement the Total Force Policy to the fullest extent possible.

*D. H. R. fhd*

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THE SECRETARY OF DEFENSE  
WASHINGTON, D. C. 20301

October 9, 1976

Honorable Nelson Rockefeller  
President of the U. S. Senate  
Washington, D. C. 20510

Dear Mr. President:

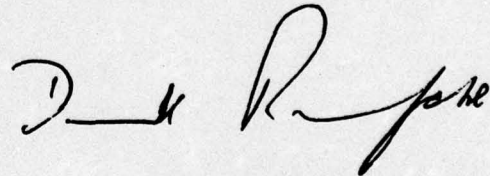
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Sincerely,

A handwritten signature in dark ink, appearing to read "Dick Cheney", is written below the typed name. The signature is fluid and cursive, with the first name "Dick" and the last name "Cheney" clearly distinguishable.



THE SECRETARY OF DEFENSE  
WASHINGTON, D. C. 20301

October 9, 1976

Honorable Carl Albert  
Speaker of the House of  
Representatives  
Washington, D. C. 20515

Dear Mr. Speaker:

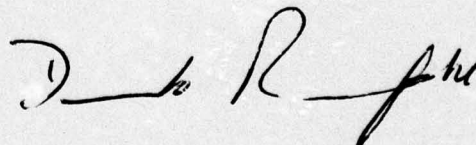
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ANNUAL REPORT  
OF THE  
RESERVE FORCES POLICY BOARD  
FISCAL YEAR 1976

<u>CONTENTS</u>	PAGE
Introduction -----	1
Role And Responsibilities of the RFPB -----	2
Progress Under The Total Force Policy -----	4
Mobilization and Deployment Study -----	6
Recruiting and Retention -----	7
Employer Support of the Guard and Reserve ---	9
Reserve Officer Personnel Act of 1954(ROPA)--	10
The Future -----	11

## INTRODUCTION

On balance, Fiscal Year 1976 was a year of progress for the Nation's Reserve Components. The Total Force Policy has resulted in more fully defined Guard and Reserve missions and readiness objectives. These missions and objectives dictate a sense of urgency that is being translated into action by all Reserve Components. The managers of the Reserve Forces and the leaders of the Active Forces in most cases are demonstrating extraordinary initiative in implementing the Total Force Policy. They are re-evaluating old programs and undertaking new ones in order to improve the quality of training, increase combat readiness and restrain both present and future budget requirements.

Today, our Reserve Forces are performing many missions that formerly were the sole responsibility of the Active Forces. For example, the Reserve Components provide about 60% of Air Force Tactical Airlift, and they operate approximately one-third of the tactical fighter/attack force of the Air Force, comprise over 50% of the Army combat force, 100% of Coastal Riverine Combat capability and an ever increasing percentage of the Strategic Air Command in-flight refueling mission. The successful execution of such mission programs as the above is leading to recognition on the part of the Active Forces that some missions heretofore considered solely as appropriate for the Active Forces can be performed by the Guard and Reserve.

The RFPB is pleased to have participated in the deliberations and studies of a number of issues that have led to positive actions to strengthen the Reserve Components. Selected activities of the RFPB during FY 1976, as "the principal policy adviser to the Secretary of Defense on matters relating to the Reserve Components" (Title 10, U.S.C., Section 175) are highlighted in this report.

First, the results of a major study of the role and responsibility of the Board itself are summarized. Progress under the Total Force Policy is next addressed -- overall progress, as indicated above, cannot be permitted to obscure problems, and some of heavy concern to the Board are mentioned. Additional topics, believed to merit the attention of those concerned with the status of our Reserve Forces, include the Mobilization and Deployment Study, Recruiting and Retention, and the National Committee for Employer Support of the Guard and Reserve. Also included is a brief statement with respect to prospective amendments to the Reserve Officer Personnel Act of 1954.



## ROLE AND RESPONSIBILITIES OF THE RESERVE FORCES POLICY BOARD

At the time the RFPB submitted its report for Fiscal Year 1975, the Board was engaged in a major self-examination of its role. The Study was made at the request of the Assistant Secretary of Defense (Manpower and Reserve Affairs), as a part of an overall analysis of the staff organization supporting the Secretary and Deputy Secretary of Defense. The objectives were to determine the role of the Reserve Forces Policy Board in today's environment, and, if there is a role, to further determine what the composition of the Board should be; what should be the Board's relationship to other DoD offices, especially the Assistant Secretary of Defense (Manpower and Reserve Affairs) and the Deputy Assistant Secretary of Defense (Reserve Affairs) and the statutory reserve policy boards and committees of the Services; and, any changes in the operating mode of the Board that would improve its effectiveness.

The Study was completed in November 1975 and submitted to the ASD(M&RA) who concurred in the Study's findings and conclusions. Highlights of the Study report are included in this Annual Report.

The Study determined that there is a role for the RFPB in today's environment, possibly even more important than in the past because of the Total Force Policy. Its role remains constant, as envisaged by the Congress in its enactment of the Armed Forces Reserve Act of 1952, as "the principal policy adviser to the Secretary of Defense on matters relating to the Reserve Components." The records of the Congress are replete with statements reflecting congressional intent. The Congress has clearly stated its belief that it is necessary for the Secretary of Defense to obtain the counsel of Guard and Reserve personnel from the field to help insure decisions are in the best interest of the Reserve Components and the National Defense. The role was reaffirmed and strengthened in the Reserve Bill of Rights and Vitalization Act of 1967 (PL 90-168).

The Study concluded that the composition of the RFPB is sound -- no changes are needed. The Reserve Component members, a majority of the Board, bring to the Board extensive and diverse reserve experience in the field. The procedures governing appointment enable this group of members to be composed of officers who are independent thinkers, have achieved exemplary success in their civilian endeavors, are capable of effective communication with all levels of DoD, and are effective spokesmen within their civilian communities on behalf of the nation's



defense requirements. The Assistant Secretaries and regular officers assigned as Board members, as a group, complement the unique expertise and knowledge of the reserve members. They bring to the Board an awareness of requirements and planning, programming and budgeting matters -- areas in which the reserve members cannot stay as well informed as regulars.

The Board Study found there is no basis for construing conflict or duplication between the RFPB and the Office of the Assistant Secretary of Defense (M&RA). The RFPB, by law, renders advice to the Secretary of Defense through the ASD(M&RA), the Secretary's principal staff assistant for developing policies and legislative proposals in the manpower and reserve areas. The RFPB is advisory only, while the ASD(M&RA) has a wide range of responsibilities including planning, programming and budgeting for the Reserve Forces and assuring the implementation of and adherence to DoD policy. The Board's role also was not affected by the creation of the position of the DASD(RA). The Congress established that position to provide for more direct special attention to the responsibilities of the ASD(M&RA) with respect to Reserve affairs. The Reserve Bill of Rights and Vitalization Act of 1967, which established the DASD(RA), also reaffirmed the role of the RFPB.

With respect to the reserve policy boards and committees of the Services, the Study concluded that the RFPB is complementary and supplementary. Issues considered by those bodies frequently involve matters on which the Secretary of Defense must make the final decision. The RFPB is the only forum available to the OSD that provides a multi-service, non-active duty reserve viewpoint. A number of steps, identified during the Study, were taken during FY 1976 to achieve increased communication and coordination between the RFPB and the reserve policy boards and committees of the Services.

A principal lesson learned from the conduct of the Study was that the Board has ample authority to improve its effectiveness through its own initiative. Consequently, during FY 1976 the Board improved its mode of operation in a number of ways. The most significant improvement was adoption of the practice of using working committees made up of members of the Board. These committees are established to examine specific issues and to conduct special studies on topics assigned to the Board or identified by the Board as being worthy of Board deliberation. The working committees, meeting frequently between regular Board meetings, are making it possible for the Board to concentrate

on major problems. Committee findings and tentative recommendations are furnished to each RFPB member in advance of regular meetings of the Board. This provides an improved basis for full Board deliberations. The validity of this mode of operation was demonstrated by the Board's involvement as a working partner during FY 1976 in the DoD Study of NATO Mobilization and Deployment Planning.

#### PROGRESS UNDER THE TOTAL FORCE POLICY

Total Force means the integration of planning, programming and budgeting for the manning, equipping, maintaining and training of a mix of active and reserve forces essential for meeting initial contingency demands for forces. The Total Force Policy implies an increased inter-dependence of active and reserve forces. It absolutely requires that the availability and readiness of reserve forces must be as certain as the availability of active forces.

In its 1975 report the RFPB stated: "The RFPB considers that Total Force Policy represents the totality of its interest in and responsibility for reserve matters. Thus, all matters that come before the Board will be subjected to the test of consonance with Total Force Policy." The Board report cautioned against what was believed to be too heavy reliance (in DoD planning) on the Individual Ready Reservists (IRR) as mobilization assets. Concern also was expressed about the fill and modernization of equipment -- failure to modernize as assumed in Total Force planning would invalidate the Total Force Policy.

A very significant action to further the Total Force Policy during 1976 was the passage of legislation (Public Law 94-286) to grant the President authority to order as many as 50,000 members of the Selected Reserve to active duty for 90 days under conditions short of a declaration of war or national emergency. The RFPB strongly supported this action -- from the concept stage through the legislative process. This new law is yet another indication to the Reserve Component member that he has a meaningful role.

A number of initiatives were taken in FY 1976 toward modernizing Reserve equipment. The Five Year Defense Program, 1977-1981, now provides for such Reserve equipment actions as: M48A5 tanks or better for all tank battalions, both Reserve and Active; P3A/B aircraft for all long-range ASW squadrons of the Naval Reserve; and, transfer of 128 KC-135 tankers to the Air National Guard and Air Force Reserve squadrons by 1979



(32 were transferred during 1976). Achievement of current plans for equipping the Reserves would essentially provide them with capable equipment that is compatible with Active Force equipment. However, vigilance and discipline on the part of the Reserve community, coupled with a willingness of the Congress to provide the necessary funds, are among the necessary ingredients if the plans are to be realized. Eventually, to insure a higher degree of readiness, consideration should be given to the equipping of both Active and Reserve Forces with new production equipment regardless of the degree of sophistication.

Certain events during 1976 served to dampen the enthusiasm and optimism of the Reserve community with respect to achievement of full partnership with other elements of the Total Force.

Of major concern is the continuing state of flux of the Selected Reserve of the Navy. In the opinion of the Board, the wide range of proposals for paid drill strength of the Naval Reserve (from 102,000 to 52,000) has caused damaging turbulence within the force. If reasonable stability is not achieved, the Selected Naval Reserve may be destroyed as a viable force. The Board's concern has been expressed formally and informally throughout the Defense community.

The Board also was disturbed about the number of discrete, mostly personnel related, policy changes which would have resulted from a series of draft FY 1977 program budget decisions. When considered one by one, many such changes appear to be minor. However, collectively they would represent a major adverse impact upon the attitude of citizens toward service in the Reserve Components. They must be considered in the context of their long range impact upon the Guard and Reserve in the Total Force in the all volunteer environment. The Board, in its communication to the Secretary of Defense, recognized the necessity for fiscal constraints and recommended the decision-making process be re-examined to minimize the danger of effecting major policy changes through the device of program budget decisions on specific issues. The Secretary of Defense has, in fact, directed studies of the Planning, Programming and Budget System (PPBS) to improve the entire process.

The RFPB noted and discussed at its June 1976 meeting the conclusion of the Defense Manpower Commission that Total Force plan for deployment of Guard and Reserve units within 30 to 90 days after mobilization are unrealistic. The Board is not ready to accept that judgment. Many of the units designated for M+30 to M+90 deployment may not be ready now but that situation need not persist. Continued and increased allocation of resources to the Reserve portion of the Total Force are required, and time is needed before the realism of the deployment time frames can be fairly judged.



## MOBILIZATION AND DEPLOYMENT STUDY

This major DoD study was undertaken during FY 1976 at the direction of the Deputy Secretary of Defense. Its purpose is two-fold: (1) to prepare a report to the Congress, requested by the Senate Armed Services Committee, on the combination of combat and support units in the Active and Reserve Forces that are planned to achieve a balance of conventional forces for NATO, and (2) to review the Defense planning process to ensure that our mobilization and deployment planning is as effective as it should be. The Assistant Secretary of Defense (M&RA) asked the RFPB to participate in the Study and to give special attention, from the Reserve Component viewpoint, to ways in which the DoD can improve and quicken mobilization for a NATO (general war) contingency.

The RFPB established a Committee of its members, representing each Reserve Component, to participate in the Study. The Committee met for working sessions several times during the year, and the full Board devoted considerable time to the subject during its meetings.

The first purpose of the Study was fulfilled with DoD's submission to the Congress in April 1976, of the report "U.S. Conventional Reinforcements for NATO." The RFPB, by its participation in the Study, helped focus on a number of problems that need to be resolved if the U.S. is to assure, over the near term, a balanced force contribution to NATO. These issues include the following:

- o The priorities assigned to certain Reserve support units designated for early deployment. The Nunn Amendment and resulting draw-down of Active support units in Europe has resulted in an increased reliance on Reserve Component support units.
- o The need for increased emphasis on unit level exercises conducted solely for the purpose of testing and improving mobilization plans.
- o The absence in the Army Reserve force structure of five garrison units required to support mobilization and deployment to NATO.
- o The increasing inadequacy of the Individual Ready Reserve (IRR) as a mobilization resource, especially for meeting the Army's requirement for mobilization augmentees through the M+150 period. The projected shortfall in availability of manpower to meet the mobilization requirements of a NATO contingency was a special concern to the Board. This concern was

expressed directly to the Secretary and to the Congress through Board communications urging that the Military Selective Service Act not be repealed. As matters now stand, with the Selective Service System in "Deep Standby," a strong Selected Reserve to serve as the primary augmentation for the Active Forces is more important than ever before. Even so, a reliable mobilization manpower pool remains an urgent need.

- o The adequacy of airlift and sealift for a NATO deployment. The RFPB has several times expressed concern about the capability of domestic railroads and rolling stock and the availability of adequate airlift and sealift.

During April 1976, the Study entered Phase II, addressing its second purpose, the examination of DoD's planning process for mobilization and deployment. The RFPB anticipates that significant improvement in the planning process for mobilizing and deploying Reserve units will flow from Phase II. The Board has designated the Study for primary emphasis during FY 1977 and intends that its contribution to solutions will be noteworthy and wholly within the context of the Total Force Policy.

#### RECRUITING AND RETENTION

Recruiting and retention, a most critical area in maintaining a viable Reserve, continued to be a major area of concern to the RFPB during FY 1976.

Whereas, in its 1975 report the Board could report that FY 1975 recruiting and retention was reasonably adequate to sustain required strength, FY 1976 was not adequate. Recruiting goals were not met in many cases and in some cases where recruiting goals were met the retention rate was so low that overall strength declined. In FY 1976 the Army National Guard achieved 99% of its recruiting goal, 108% of the non-prior service program objective and 93% of the prior service program but its retention rate fell from 59% in FY 1975 to 49% in FY 1976. Through June 1976 the Army Reserve achieved 82% of its recruiting goal, composed of 90% of its prior service program and 68% of its non-prior service program. The Naval Reserve achieved 80% of its prior service goal and 100% of the non-prior service objective. The Marine Corps Reserve achieved 81% and 98% of its prior and non-prior service goals, respective, and a 35% retention rate. The Air National Guard ended FY 1976 at 96% of its



programmed strength. The non-prior service recruiting goal was 79% achieved and the prior service 91%. Officer accessions were 62% of the goal. Although the Air Force Reserve achieved 89% of its recruiting goal, it finished the year about 3,000 people short of programmed end strength because its loss rate exceeded programmed losses. The Coast Guard Reserve attained over 100% in all of its recruiting goals. At the end of the fiscal year all of the Reserve Components were below authorized strength except the Coast Guard Reserve. In most cases recruiting goals were not met and retention rates were low. (See chart below.)

**RECRUITING AND RETENTION  
RESERVE COMPONENTS -- FISCAL YEAR 1976**

RESERVE COMPONENT	RECRUITING GOALS			RETENTION RATE	% OF AUTHORIZED STRENGTH END FY 1976
	% of FY 76 GOAL ACHIEVED	% NON-PRIOR SERVICE GOAL ACHIEVED	% OF PRIOR SERVICE GOAL ACHIEVED		
ARNG	99%	108%	93%	49%	95%
USAR	82%	68%	90%	51%	92%
USNR	86%	100%	80%	65%	96%
USMCR	91%	98%	81%	35%	94%
ANG	87%	79%	91%	59%	96%
USAFR	89%	72%	96%	55%	93%
USCGR	110%	106%	111%	66%	100%

There are reasons to be pessimistic about the future. The available pool of prior service personnel will continue to shrink. Long range plans recognize this by providing that an increasing percentage of enlistees shall be non-prior service personnel. Yet most Reserve Components have not achieved their non-prior service goals since elimination of the draft. Another reason for pessimism is that the improvement in the general economic condition of the nation during the past year and the continued hoped-for increase in our economic well-being, if realized, will intensify the recruiting and retention problem.



Manpower requirements of the Reserve Forces -- just like the requirements of the Active Forces -- should be based on analysis of the threat confronting the United States. In recent years that threat has not diminished; on the contrary our principal potential adversary has continued to increase his forces. The international situation, therefore, indicates an increasing need for Reserve Forces in being, fully ready to augment the Active Forces on short notice.

The question is "What to do?" The Board repeatedly has favored the use of incentives especially designed to support achievement of recruiting and retention goals. None were required during the era of the draft. Following elimination of the draft, the otherwise unfortunate depressed economic condition of the nation was a boon to recruiting and retention. Incentives are already available for the Active Forces and the Board believes that the time has come when special incentives for the Reserve Forces must be considered and urges that action be started now on their design and implementation.

It is expected that the recently directed Reserve Component Pay Study will address this issue. However, the results of the study cannot be expected until the latter part of Fiscal Year 1977, and a continuation of 1976 recruiting experience could cause a severe shortfall in Reserve manpower requirements by that time period.

#### EMPLOYER SUPPORT OF THE GUARD AND RESERVE

The work of the National Committee for Employer Support of the Guard and Reserve was strengthened during Fiscal Year 1976. Its purpose and goals were reaffirmed by the DoD, and its charter was revised to make it a permanent operating body.

Established in 1972, generally in accordance with a plan developed by the RFPB, the Committee has obtained signed "Statements of Support for the Guard and Reserve" from employers of some 50 million workers. The Committee has contributed greatly to employer understanding of the role of the Guard and Reserve in our national defense posture. Many more American employers are shaping their personnel policies and practices to permit full employee participation in the Guard and Reserve.

In December 1975, the RFPB was asked by the Assistant Secretary of Defense (M&RA) to review the status of the Committee and to submit recommendations for its future role and operating mode.

In March 1976 the RFPB recommended that the Committee structure be maintained. During its review, the Board was particularly impressed with the Committee's relationship to the Advertising Council, and with

a number of initiatives planned by the Committee. Of the latter, the Committee's commitment to expand its effort to reach lower management levels in employer organizations has great potential. By reaching first line supervisors, the level where employee absence for participation in the Guard and Reserve is felt the most, the success of the Committee to date can be greatly amplified. The importance of this effort is emphasized by the retention problems discussed above.

In addition to its review and recommendation of continuance, the RFPB, through its staff, assisted in defining the number and type of members required to carry out the work of the Committee.

The RFPB is proud of its role in the establishment of the National Committee for Employer Support of the Guard and Reserve. The Board maintains a constant awareness of the work of the Committee -- full support and assistance from the RFPB to the Committee is assured.

#### RESERVE OFFICER PERSONNEL ACT OF 1954 (ROPA)

During FY 1976, the DoD continued to work on development of a legislative proposal to modernize the system by which Reserve Component officers are promoted and eliminated from the service. The proposed legislation, commonly referred to as the Reserve Officer Personnel Modernization Act (ROPMA), is designed to correct certain deficiencies and inequities that emerged during the twenty-some years of experience with ROPA, and to give the Service Secretaries more flexibility in the management of their Reserve officer corps.

At the close of FY 1976, ROPMA still was being coordinated within the DoD. During the year, several changes were made in the proposed legislation, primarily pertaining to the effect of ROPMA on the National Guard officer corps.

The Board has been kept fully informed about development of both the ROPMA and its companion legislative proposal concerning the Active Force, the Defense Officer Personnel Management Act (DOPMA). The Board supports these DoD initiatives as far as they have been developed up to now. Meanwhile the RFPB has established a Committee, composed of a member from each of the Reserve Components, to analyze ROPMA in its final form and to prepare a recommended Board position for use when the legislative proposal is ready for submission to the Congress. The Board anticipates that ROPMA will be subjected to the intense level of scrutiny that was provided to ROPA preceding its enactment.



### THE FUTURE

The Guard and Reserve are being equipped with more modern equipment, receiving increased recognition as an essential and economical element of the Total Force, and are being integrated into the Total Force as never before in history. This increased reliance by our Nation on the Reserve Forces has evolved because of many factors, but one factor that stands out above all others is the dedication of the Reservists. The Guard and Reserve have made it clear that they are available and anxious to assume more of the burden of assuring a national readiness to meet an emergency and to preserve the peace.


The RFPB is committed to assist the Department of Defense to continuously define and refine the appropriate mix of Active and Reserve Forces. The Board is confident that it reflects the individual guardsman and reservist view that they are ready, willing and able to assume an optimum role.


# # # # #


MEMBERS OF THE RESERVE FORCES POLICY BOARD


  
JOHN SLEZAK, CHAIRMAN

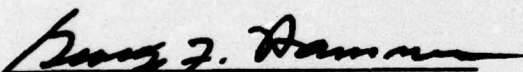
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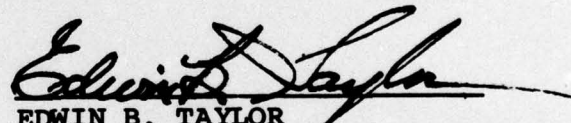
  
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Army (M&RA)

  
JOHN W. VESSEY, JR.  
Lieutenant General, USA

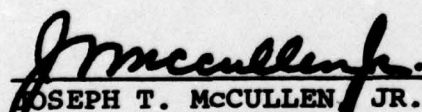
  
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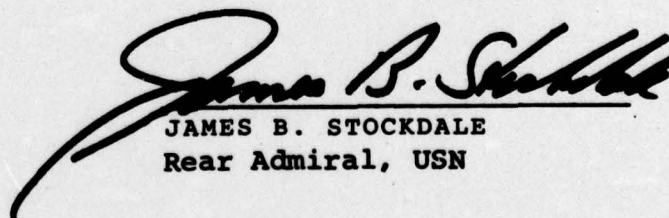
  
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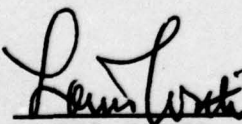
  
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Major General, USAR

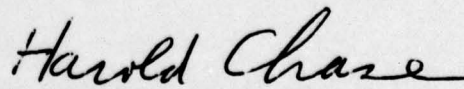
  
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Major General, USAR

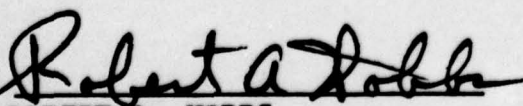
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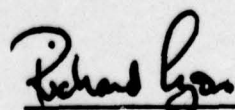
  
JOSEPH T. MCCULLEN, JR.  
Assistant Secretary of the  
Navy (M&RA)

  
JAMES B. STOCKDALE  
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NITA ASHCRAFT  
Assistant Secretary of the  
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BENNIE L. DAVIS  
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UNITED STATES COAST GUARD

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WILLIAM S. SCHWOB  
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MILITARY EXECUTIVE

W. Stanford Smith  
W. STANFORD SMITH  
Major General, USAR

September 8, 1976